

PORTSMOUTH POLICE DEPARTMENT MEMORANDUM

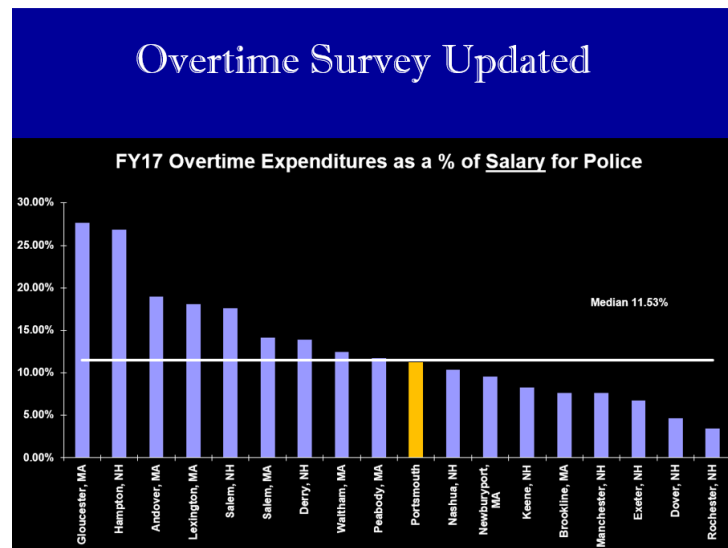
TO: THE PORTSMOUTH CITY COUNCIL (CC: CITY MANAGER JOHN BOHENKO)
FROM: CHIEF ROBERT M. MERNER
DATE: JANUARY 16, 2019
RE: DOCUMENT & SUPPORTING INFORMATION RE: POINTS RAISED AT THE NOVEMBER 1ST, 2018 WORK SESSION

Councilor Dwyer: Management of OT

Chief:

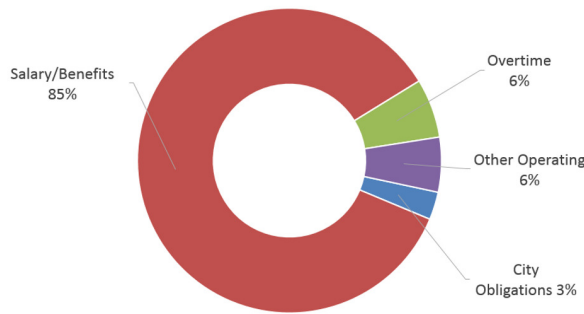
The Matrix OT study, done several years ago, confirmed that solid practices were in place to ensure OT was being used wisely. These checks and balances are still in place. We use the Matrix OT survey as a template every couple of years to conduct an overall review of Department overtime activity. We conducted this OT survey again for the FY19 budget cycle, and presented the findings.

Overall



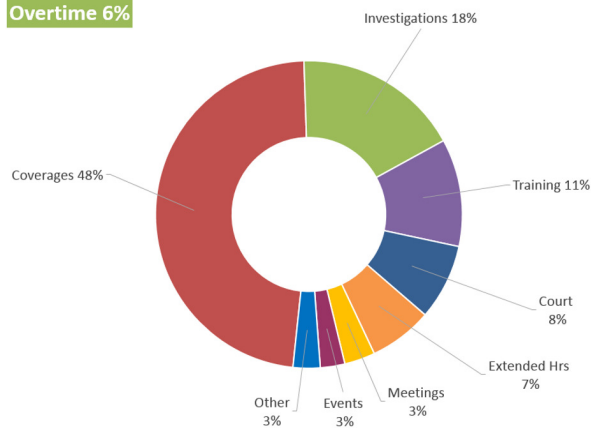
As part of this past budget cycle, videotaped line-by-line work sessions were conducted with the Police Commission; the following breakdown of OT, as a percentage of our overall budget, was reviewed in those sessions. The work sessions were posted to the Department's website.

Police FY19 Budget



The following charts breakdown each section of this chart

Overtime 6%



Our system was designed to allow all department OT to be broken down to the minutest level of data. We are able to drill down by division, type, shift, employee, among other data points. On a monthly basis, OT is compared to prior year's.

Practices are such that no one can "choose" to work OT. OT is only authorized for a specific reason and approved ahead of time by a supervisor. This accountability is in place at every level, from line officers all the way up through the Command Staff to the level of Captain. Captains must have the Chief of Police's approval for the overtime they work.

Through hiring, restructuring and promotion, additional OT savings were realized by re-designating three civilian positions to salaried positions, thus saving OT dollars.

Most recently, after changing to a '4/3' shift model (4 10-hr days on with 3 days off) vs. the traditional '5/2' shift schedule, we evaluated the OT and found there was no impact to OT for coverage.

We are presently in contract negotiations and are looking at other changes that may have small positive impacts on OT as well.

We maintain a swing shift to cover shift change time periods, so there are always officers on the street answering calls. This model also provides increased staffing at high volume times.

During brief periods at the beginning and end of the swing shift it may appear that we are “fat”, if you will, when the Day, Evening, and Midnight shift officers are coming off or going on shift (i.e. there maybe 6 officers on for a short period) and then there are times like 3 am where we need to hire an officer (for example, coverage of an officer out sick) where there is no To-Be-Assigned (TBA) officer scheduled. So, as a result we are looking at potential minor tweaks/modifications to the current shift schedule to cover the city better.

We regularly look at data on call activity and coverage of the city’s zones, as well as the number of officers required on each shift.

An increase in Patrol staffing would impact OT coverage hours positively, however not on an hour-for-hour exchange in most cases. Shift assignments would vary per quarter to strategically place the officer where needed (i.e. a specific beat assignment) or to net a reduction in “coverage” OT.

For example: if an existing officer is out injured during the spring shift, by placing the newly hired officer in the injured officer’s beat for the whole 3-mo shift, this would result in no OT being incurred from the injury/officer who is out. Or, as mentioned above, more staff is currently needed on the midnight shift, which would prevent OT currently expended there.

We have limited the number of officers, detectives, supervisors and commanders who can be out at the same time so as not to create our own OT problems.

Councilor Pearson: Maybe we can meet with Sig and talk about some sort of sponsorship, or community relationship building where they would cut down the cost of their contract.

Chief: This is one of the things we brought up in our command staff meeting. We are such good neighbors to their plant here in Portsmouth, so with their facility and range in Exeter, we can and will continue to work on that.

Assistant Mayor: Table about the FBI recommended number of officers per 1,000.

We have commented on our number of residents not necessarily being representative of the number of people that impact or draw on police services. How can we find what the right number is? And, whether it is an estimate of jobs, visitors, and/or looking at communities that are little more similar to us, and have commercial residence, etc. so we can figure out and compare what we have for officers and what other agencies have.

I think it would be a kind of tool that would be helpful to have from our stand point, to help people understand and compare that to.

Chief: It is important to look at the disclaimer the FBI provides on their website regarding this data: They state:

“...use caution when drawing comparisons between agencies’ staffing levels based upon police employment data from the UCR Program.....the data presented...reflects existing staff levels and **should not be interpreted as preferred officer strengths recommended by the FBI...**”

U.S. DEPARTMENT OF JUSTICE • FEDERAL BUREAU OF INVESTIGATION • CRIMINAL JUSTICE INFORMATION SERVICES DIVISION

CRIME IN THE UNITED STATES 2011

FBI Officer Per 1,000 Explanation

User's note

Because of law enforcement's varied service requirements and functions, as well as the distinct demographic traits and characteristics of each jurisdiction, readers should use caution when drawing comparisons between agencies' staffing levels based upon police employment data from the UCR Program. In addition, the data presented here reflect existing staff levels and should not be interpreted as preferred officer strengths recommended by the FBI. Lastly, it should be noted that the totals given for sworn officers for any particular agency reflect not only the patrol officers on the street but also officers assigned to various other duties such as those in administrative and investigative positions and those assigned to special teams.

International Association of Chiefs of Police
Research Center Directorate

Perspectives

Police Officer to Population Ratios Bureau of Justice Statistics Data

Introduction

The IACP *Perspectives* series is intended to help local agency decision-making by providing useful information gleaned from our network of information sources. The *Perspectives* series does not present IACP positions on the topic being addressed, nor does it replace long-term research. *Perspectives* publications raise thoughtful issues regarding complex policy topics; in this case, police officer to population ratios to inform the debate at the local level.

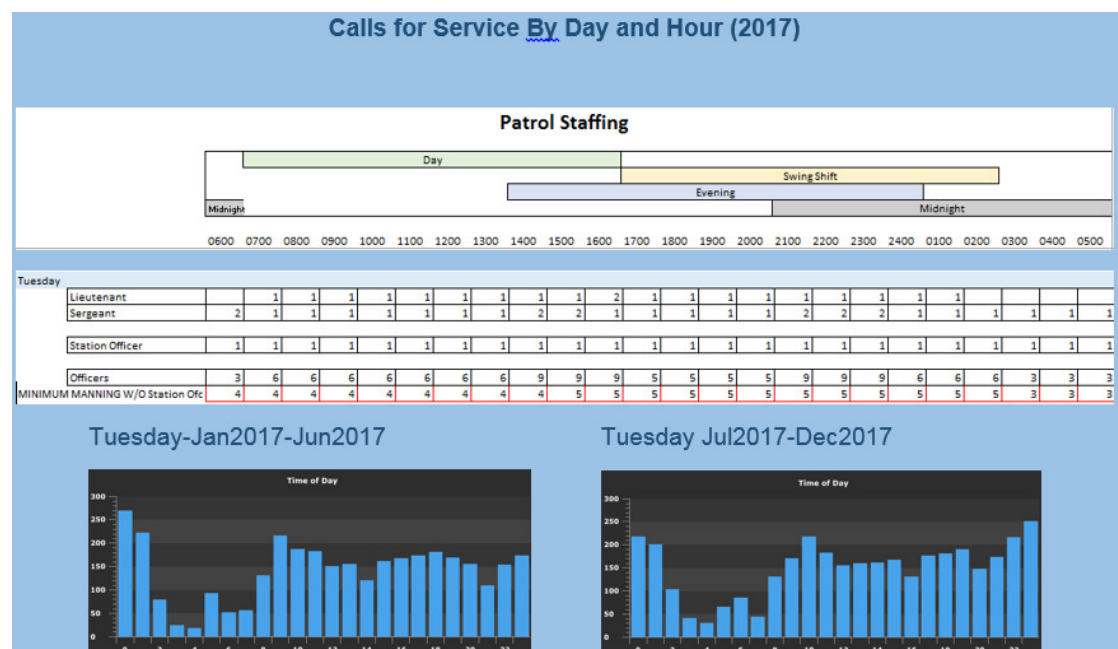
Ratio Data and Agency Staffing

Before presenting BJS data, it is first important to clarify IACP's position on police-to-population ratios and why they should not be used as a basis for agency staffing decisions. The following is a quote from IACP's *Patrol Staffing and Deployment Study* brochure: *Ratios such as officers-per-population are simply inappropriate as a basis for staffing decisions. Even though they have no place in the IACP methodology (defining patrol staffing allocation and deployment requirements is a complex endeavor which requires consideration of an extensive array of factors and a stable base of reliable current data).*

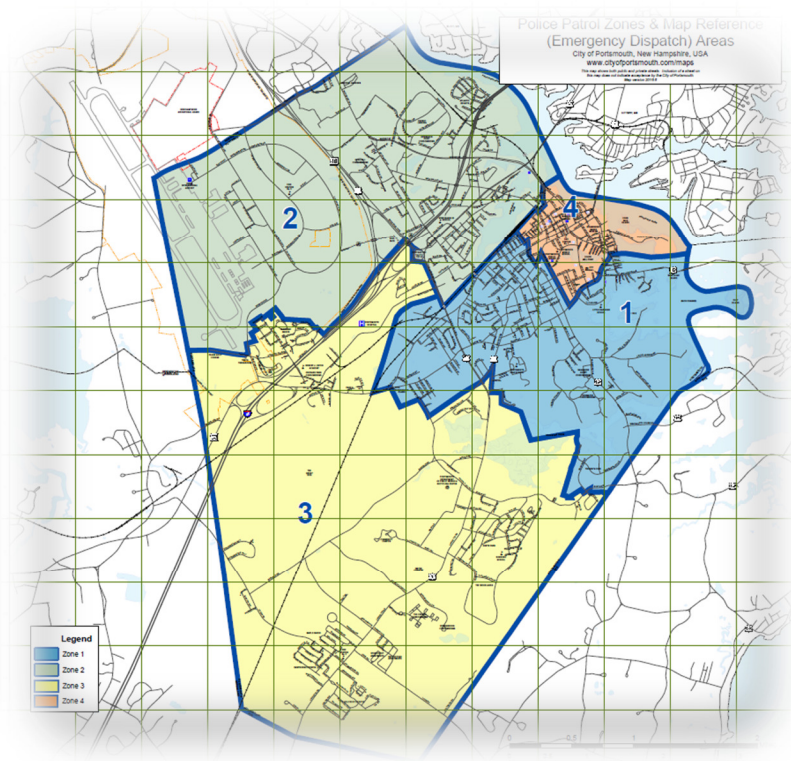
As the IACP states, staffing is complex.

For Patrol

We look at call activity from # of calls to type of calls and hours of hi/lo activity. This varies by time of day, time of year, and from year to year, so it is important to review this data often, and we do.



Current beat boundaries create four zones in the City. Current levels of call activity included in the four beats is approximately equal among the four zones. Beat boundary review is an on-going process, especially with all the new development.



As part of this process we look at what is contained in each beat, as that impacts # of officers in that beat, what officers do and what they encounter, etc.

For example:

Zone 2 has.....

AND

....Zone 4 has



Portsmouth is home to a substantial number of identified Homeland Security critical infrastructure components.

The critical infrastructure sectors are:

- Chemical
- Commercial
- Communications
- Critical Manufacturing
- Dams
- Defense/Military Base

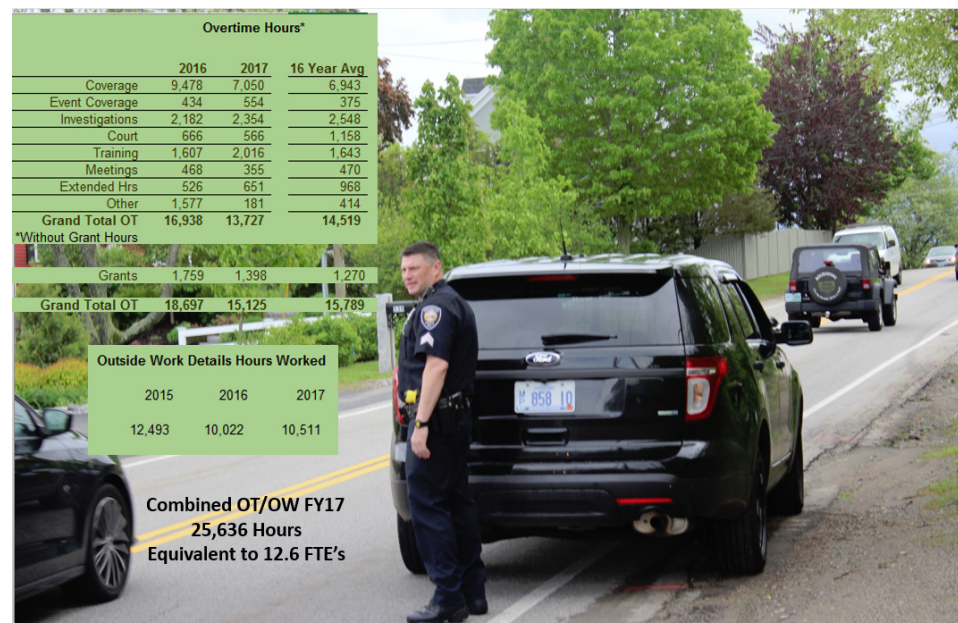
Energy Services
 Financial
 Food & Agriculture
 Government Facility
 Health and Public Health
 Information Technology
 Nuclear Reactors
 Transportation Systems
 Water/Wastewater

From here we make sure each zone is covered by 1 to 2 officers depending on content, the day, hour, time of year, 24hrs a day, 7 days a week, 365 days a year.

Once you have the base coverage you need in the city, it is important to now calculate the shift relief factor staffing. For example, on average, 20%-30% of your SCHEDULED staff each shift will be out on leave, injured, called to court, at training, or on light duty, etc. Relief staffing doesn't plug all the holes, but it makes a large dent; OT coverage is used for the balance.

After you have reviewed all these items, looking at other impacts is next.

As we showed last year, the 2017 OT coverage hours only (covering for a scheduled officer who is out) was 7,604 hrs. Grant initiatives like speed enforcement and distracted driving accounted for 1,398 hrs. Events not covered by **Outside Work** (OW) came to 554 hrs., and OW hours came to 10,511. These are all hours that officers work OVER AND ABOVE their normal 40 to provide coverage and public safety. This is a substantial number. In fact, the # of hours is equivalent to almost 10 full time officers just for these three categories from the chart below.



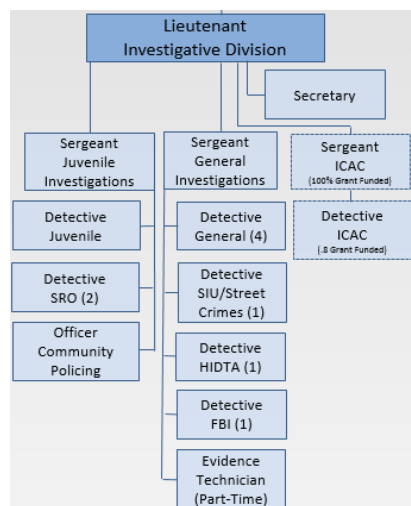
Also the number of events, number of people entering the city, number of hotel rooms occupied, number of restaurant seats, the number of liquor licenses approved in the city, etc. all combine to affect staffing levels by day/by hour/by quarter.

We have 40K-60K+ persons in the city every day/night; we have some events that draw 20K, 30K, up through 100K+ additional people over and above our resident population.

So if we went strictly by the daily population in the city as our measure, we are significantly understaffed.

Most of the foregoing addresses the dynamics of staffing in Patrol. Detectives has its own set of criteria.

Just to give a quick snapshot from a prior report:



The Investigative Division is responsible for major crime investigations, including: homicides, undercover narcotics and vice investigations; computer forensic examinations; fraud and other white collar crimes; sexual assault investigations of both adults and children; crime scene processing; evidence and property processing and recovery; preparation and presentation of felony level cases to the monthly Rockingham County Grand Jury; providing for the secure storage and safekeeping of property and evidence; investigating child and elder abuse and neglect cases; domestic violence cases; juvenile investigations and prosecution; juvenile diversion programs; youth advocacy programs; internet safety classes; the School Resource Officer program; registration of local sex offenders; internet

child predator investigations; managing and maintaining the Crime Stoppers tip line and contributing to the NH Most Wanted programs.

Remember, the current compliment of 66 sworn officers includes the Chief, and Admin sworn personnel in Professional Standards and Strategic Services, which oversees training, recruiting, dispatch and IT. Not all 66 sworn officers are on the street in the Patrol Division.

Calculating sworn staffing overall must take into account all the collateral duties staff are responsible for as well.

A sampling:

Committees:	Accident Review Committee
	Response to Resistance Committee
Training Instructors	Pursuit Committee
	Active Shooter Defensive Driving Firearms, Tasers Defensive tactics and other equipment
Case Review Teams:	Crime Scene Team (CST)
	Critical Incident Stress Management Team (CISMT) High Intensity Drug Interdiction Team (HIDIT)
Intoxilyzer/PBTs	
Liaisons	Pease Development
	Rockingham Count Attorney Office
Boards and Committees:	NH PA Legislative Committee
	Child Advocacy Center
	Senior Services
	Downtown Bar/Restaurant Association
	Substance Abuse Prevention
	City Traffic and Safety Committee
	City Liquor Committee Rotary

Explorers Post

Pal Basket Ball

Historian

Honor Guard

As requested, a small survey of similar agencies in New England follows:

Seacoast tourist communities closest in type to Portsmouth

City/Town	Square Miles	Population	# FT Sworn	Officer to 1,000 residents	# PT Sworn	Comment
Hampton	13	14,937	34	2.3	32	Uses PT like reg officers in summer. Also has State Police Officers patrolling state park/ beaches
Portland, ME	21	63,905	162	2.5	0	
Newport, RI	8	25,879	78	3.0	0	
Portsmouth	17	21,784	66	3.0	27	Adding a 67 th and 68 th officer increases the officer- resident ratio to 3.1

Councilor Roberts: Breakdown of the areas of the city are pulling resources in. Obviously the downtown. What percentage, can you break that down for us.

Chief: As stated above, the beat boundaries are adjusted to ensure somewhat "equal" # CFS and content. By size on the beat map above, you can see what areas are pulling the most resources (i.e. the smallest area nets the same as the other larger areas).

Contrary to popular belief, it is not just the downtown that requires resources.

There used to be 5 zones; prior to my arrival, Chief Mara changed it to 4, which kind of spread out the officers. We are looking at how that has affected our response to calls for service.

Citizen Questions: (1) The arrest figures presented by the Chief at the work session earlier this fall suggest a recent increase in arrests:
FY16: 1,063
FY17: 1,103
FY18: 1,428

When compared to the longer time series in the most recent CAFR, the recent increase is similar to the arrest figures from ten years ago:

FY2008: 1,553
FY2009: 1,361
FY2010: 1,266
FY2011: 1,189

Were there more sworn officers in 2008-2011?

Chief: 2008 was the beginning of the economic downturn. Over the next few years, the police department lost 10 sworn positions and reverted back to 1980-90's sworn staffing levels. If you will recall the chart from last year:

General Fund – Staffing

Municipal, School, Police, Fire Positions

	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	Net Change FY07-FY18 (2008 Fin Crisis)
Full Time	649.84	647.38	659.72	651.1	622.55	604.85	615.8	618.64	625.23	629.51	636.37	651.78	
Net Change in Staffing		-2.46	12.34	-8.62	-28.55	-17.7	10.95	2.84	6.59	4.28	6.86	15.41	1.94
Net Loss								-31.2					

Police (Broken out)

	91	91	92	88	86	83	83	80	81	82	86	89	
Full Time													
Change in Staffing		0	1	-4	-2	-3	0	-3	1	1	4	3	-2
Net Loss								-11					
% of General Fund								35%					

Note: Nationwide financial crisis started in FY2008

Since 2015, the department has been allocated budget funds to restore five of these positions.

(2) The trends in arrest numbers shown above do not match the trends shown in the police section of recent budget proposals. While the budget documents report calendar year numbers (not fiscal year as above), trends should be similar. Here are the values from the most recent budget documents. The first number is the total, while the numbers in parenthesis reflect Group A and Group B arrests. Group A appears to be more serious crimes.

CY 2013: 2,290 (Part A-1,552/Part B-738)

CY 2014: 2,150 (Part A-1,463/Part B-687)

CY 2015: 1,976 (Part A-1,342/Part B-634)

CY2016: 1,951 (Part A-1,306/Part B-645)

CY2017: 2,043 (Part A-1,291/Part B-752)

These numbers indicate little change in the number of overall arrests in recent years. What is the explanation for this different perception in arrest trends?

Chief:

The numbers above reflect part A and B total arrests. The numbers in the Chief's work session above reflect "in-custody arrests" (i.e. arrests out on the street where a person is taken into physical custody). There are multiple other arrests that happen in law enforcement. People turn themselves in on outstanding warrants, detective investigations net more arrests, and we arrest people for extradition to other locations. Also, we have an officer assigned to the DEA and one assigned to the FBI. The work of our officers assigned to these Task Force cases are also not included in our arrest numbers. Our officers' work with the DEA and the FBI on cases and crime that impact Portsmouth. These are important collaborative relationships that benefit public safety in Portsmouth.

In addition, regarding trends, the national trend in law enforcement is for "diversion" programs and courts for minor offenses vs. arrests (see document at the end of this Q&A for an explanation of these types of programs.).

As you can surmise from the foregoing, a flat year-to-year number never tells the whole picture.

(3) There was a large (23pt) increase in service calls between FY16 and FY17. Were there any changes made in documenting calls that help explain this increase?

The department has placed a significant focus on traffic stops. You may not be aware that traffic stops net a significant number of in-custody arrests. Example: the week of 1/6/19 had 145 traffic stops (a slow week) and these stops netted 30 in-custody arrests. The week before, the numbers were 217 MV stops with 22 in-custody arrests.

(4) Has the Police Department considered contracting for crime analysis, rather than hiring a full-time employee? If not, why not? If so, what is the difference in cost?

Chief:

Yes. We contacted the National Guard as they have a program that works with local PD's. We have submitted paperwork and are awaiting to see the result. Although, this CA will provide a limited scope of services related to violent crime, crimes with a homeland security nexus, etc., their services will be free to the city.

(5) If new positions requested by the department are filled, what is the predicted impact on overtime costs?

Chief:

Limited as discussed above.

If # 67 is hired, the officer will go into patrol and simultaneously an officer will be promoted out of patrol into detectives. The workload in investigations has increased significantly in areas such as computer crimes, which are time intensive to investigate. There would be no change in OT with this hire as this would be a one-in/one-out situation.

If #68 is hired – This hire would aid in diminishing OT costs as described above in the OT section on page 1.